

APPENDIX R-10—EVALUATION CRITERIA

EVALUATION FACTORS—COMMERCIAL, COMPETITIVE, AND ORGANIZED GROUP SPECIAL RECREATION PERMITS (SRP) (OUTSIDE OF SPECIAL AREAS¹)

Sensitivity of the Site and Associated Features to Expected Uses and Impacts

Soils and Vegetation

Low—Site and associated features demonstrate resilience and resistance to anticipated impacts

Moderate—Site and associated features demonstrate some ability to resist/recover from impacts

High—Site and associated features demonstrate limited ability to resist/recover from impacts

Associated Features (such as cultural, paleontological, visual, wildlife resources)

None—No associated features

Moderate—Some associated features present, existing protection is adequate

High—Resource conflict exists at the site

Potential Environmental Effects

Low—Effects of a temporary nature and surface disturbance of less than 1 acre

Moderate—Effects lasting less than 1 year, surface disturbance less than 5 acres

High—Effects lasting more than 1 year, surface disturbance more than 5 acres

Size of Area

Small—Less than 5 acres

Medium—5 to 40 acres

Large—More than 40 acres

Exclusive Use Area

No—No exclusive use of any area will be required

¹ Special Areas are areas designated by Congress, the Secretary of the Interior, or BLM State Director where permits and fees may be required for recreational use.

Yes—An area of exclusive use will be required to support the permitted activity

Duration of Use

Short—1 day or less

Moderate—2 to 6 days

Long—More than 6 days

Anticipated Number of Participants/Vehicles

Low—Less than 25 people/Less than 25 vehicles

Medium—25 to 100 people/25 to 50 vehicles

High—More than 100 people/More than 50 vehicles

Competitive Event

Y—The event or activity is competitive in nature

N—The event or activity is non-competitive

Mechanical Equipment Required

Y—Vehicles or other mechanized equipment required in support of activity

N—No vehicles or other mechanized equipment required

Bureau of Land Management (BLM) Monitoring and Inspection Requirements

None—No significant pre- or post-permit oversight activities required

Low—Pre- or post-permit activities require less than 8 hours BLM oversight

High—Pre- or post-permit activities require more than 8 hours BLM oversight

Table 0-1. Permit Classification

Evaluation Factors	Permit Class			
	I	II	III*	IV*
Soils and Vegetation	Low	Low/Moderate	Moderate	High
Associated Features	None	None/Moderate	Moderate	High
Environmental Effects	Low	Low/Moderate	Moderate	High
Size	Small	Medium	Medium	Large
Exclusive Use	No	No	No	Yes

Evaluation Factors	Permit Class			
	I	II	III*	IV*
Duration	Short	Short/Moderate	Moderate	Long
Participants	Low	Low/Medium	Medium	High
Competitive	No	No	Yes	Yes
Mech. Equip.	No	Yes or No	Yes	Yes
Monitoring and Inspection	None	None/Low	Low	High
Examples	Group Camping, Guided Hunting, Organized Groups, Scout Camporees	Commercial River Rafting, Fat Tire Bike Fest, Van & Bus Tours on System Roads	Off-Highway Vehicle (OHV) Tours, All Terrain Vehicle (ATV) Jamboree, Non-Motorized Competitive Events	Festivals, Motorized Competitive Events,

* Class III and IV events are more likely to require cost recovery because of the probability of these events requiring more than 50 hours of BLM staff time for permit administration.

Table 0-2. Permit Types Allowed by Recreation Opportunity Spectrum (ROS) Class

ROS Class or Special Recreation Management Area (SRMA)/Extensive Recreation Management Area (ERMA)	Special Recreation Permit Class Allowed			
	I	II	III	IV
Primitive	Yes	Yes or No	No	No
Semi-Primitive Non-Motorized	Yes	Yes or No	Yes or No	No
Semi-Primitive Motorized (SPM)	Yes	Yes	Yes	No (Exceptions for travel through SPM on linear features)
Roaded Natural	Yes	Yes	Yes	Yes
Rural	Yes	Yes	Yes	Yes

Table 0-3. Permit Types Allowed by SRMA

(Objectives and prescriptions in the Alternatives further define the allowability of SRPs in each SRMA)

SRMA/ERMA	Special Recreation Permit Class Allowed			
	I	II	III	IV
Desolation Canyon	Yes	Yes	No	No
Cleveland-Lloyd Dinosaur Quarry	Yes	Yes	No	No
San Rafael Swell	Yes	Yes	Yes	Yes
Labyrinth Canyon	Yes	Yes	Yes	No
Nine Mile Canyon*	Yes	Yes	No	No

SRMA/ERMA	Special Recreation Permit Class Allowed			
	I	II	III	IV
Price ERMA	Yes	Yes	Yes	Yes

*Under Alternatives where designated as an SRMA

WHEN IS AN SRP FOR ORGANIZED GROUPS REQUIRED IN THE PRICE FIELD OFFICE?

There are no Bureauwide or statewide thresholds based on group size, dictating whether an organized group permit is required. Such thresholds or other criteria for organized group permits are established through land use planning. Plans should also identify areas or sites where large, organized groups are appropriate and where they are not.

In the Price Field Office, organized groups numbering above the following group size criteria, gathering at a single location for more than 2 hours,² are required to contact the BLM before their event to determine if an SRP would be required.

Group Size Criteria

In WSAs—More than 14 people

All other areas—More than 24 people, unless and until an individual SRMA Plan prescribes a different group size

After reviewing the activity and location with the organizers, BLM will determine whether or not a permit is required. If a permit is not required, BLM may document this determination in the form of a Letter of Agreement. The factors BLM will use to determine whether a permit is required are shown in Table J-4.

Table 0-4. Matrix for Determining the Need for an Organized Group SRP

Criteria	Permit Not Required	Permit Required	Deny as Proposed
Is the use appropriate to the site?	Yes. Site very conducive to the proposed use, provided for in planning.	Site is appropriate for group size and activity, not specifically provided for in plan.	No. Site is not appropriate for use as proposed. Does not comport with recreation planning goals, violates ROS class or experience prescriptions.
Does the activity further recreation program goals and objectives?	Yes	Yes	No
Is monitoring needed?	Nothing beyond one simple site visit.	Monitoring beyond a one-time site visit required.	Long-term monitoring of one or more resources required.
Health and Safety Concerns?	None	Concerns for event participants or other public land users.	Unmitigated, high risk to human health and safety. Unreasonable risk especially to non-participants.

² Two-hour/single location criteria conform to Utah State Law definitions for mass gatherings. (R392-400).

Criteria	Permit Not Required	Permit Required	Deny as Proposed
Bonding desirable to cover reclamation, damage to government property or resources?	No	Bonding desirable or required.	
Insurance desirable to protect the U.S. Government from claims by group participants or third parties?	No. Liability exposure is negligible.	Insurance is desirable because of possible claims for personal injury or property damage.	
Special services required, such as law enforcement, fire protection, exclusive use of public lands, reserved sites?	No	Yes	

USING A LETTER OF AGREEMENT FOR ORGANIZED GROUPS WHERE AN SRP IS NOT REQUIRED

BLM uses significant discretion in determining whether or not an organized group needs an SRP. Such broad discretion often puts BLM in the position of having to decide whether an organized group should be required to have an SRP. An Organized Group SRP should be required if any of the following criteria apply:

- There is a concern for health and safety.
- There is a management concern for cultural or natural resources or facilities on public land.
- The organized group requires services such as law enforcement, fire protection, onsite monitoring of resources or activities, exclusive use, or other specialized management.
- When organized group use is taking place in an area that is appropriate, and there are no major concerns over the activity, BLM may consider preparing a Letter of Agreement for the activity.

A Letter of Agreement is—

- Documentation of BLM's determination that a permit is not required.
- An opportunity for the organized group to better plan its activity in a manner that does not require permit issuance and oversight.
- Documentation that the organized group contacted and worked with BLM to plan its activity.
- An opportunity to obtain information about the activity and obtain visitor use statistics.
- An opportunity to resolve conflicts with other authorized users of the public land.
- An opportunity for the organized group to better understand the agency's concerns for resources and appropriate use of public land.

A Letter of Agreement is not—

- An authorization to use public land.

- An enforceable document. If the group fails to adhere to the agreement, the agency has no recourse. The group would then be a candidate for SRPs in the future because the SRP terms and conditions are binding and enforceable; however law enforcement action may be taken if the group violates law or regulation.
- Below is an example of a Letter of Agreement, which may be modified to account for specific management situations. In no case should this Letter of Agreement be construed as an authorization to use public lands. If an authorization is required, it would be appropriate to use an SRP or a recreation use permit (for developed sites only).

**LETTER OF AGREEMENT
FOR ORGANIZED GROUP RECREATION USE**

**Between
FIELD MANAGER
PRICE FIELD OFFICE
BUREAU OF LAND MANAGEMENT
and
CARBON COUNTY BSA DISTRICT**

Welcome to the public lands! We hope you enjoy your visit.

The Bureau of Land Management is responsible for the balanced management of your public lands and resources. Management is based upon the principles of multiple use and sustained yield, a combination of uses that takes into account the long-term needs of future generations for renewable and non-renewable resources. These resources include recreation; range; timber; minerals; watershed; fish and wildlife; wilderness; and natural, scenic, scientific, and cultural values.

SRPs (Special Recreation Permits) may be required for organized groups using public lands. Criteria used to determine if a permit is necessary include concern for health and safety, need to properly manage lands and resources, and need to coordinate with other public land users. Based on our evaluation of your planned activity, such a permit does not appear to be necessary.

Type of Activity: Boy Scouts of America District Camporee. Camping and day loop hikes.

Place: Hidden Splendor

Date and Time: August 23–24, 2004

Number of People: 200

Activity Contact Person: J. Audubon Woodlore Phone: (720) 555-5000

BLM Contact Person: Ira Planner Phone: (435) 636-3600

Certain actions are necessary to have a safe and successful outing with a minimum impact on the environment:

All sites are filled on a "first-come, first-served" basis. Plan ahead to ensure that your group can secure a spot without interfering with other visitors.

Avoid building new fire rings; **USE A FIRE PAN** to eliminate scars on the soil. **GATHERING OF WOOD** for campfires is **PROHIBITED**. Burn wood to ashes and douse with water, making sure that your fire is **DEAD OUT** and that the area is restored to a natural condition before leaving. If you are a vehicle-based camp, haul out all charcoal and ash from your fire pan.

Proper disposal of human waste is critical. At your activity, this will be accomplished by **PROVIDING TEMPORARY TOILET FACILITIES OR USING TOILETS AT THE CAMPGROUND**. One toilet for every 25 persons attending will be required at all sites serviced by vehicle.

Help us clean up public lands. **REMOVE ALL TRASH.** Picking up trash left by less thoughtful people helps maintain the scenic beauty of your public lands.

If any directional signs are erected as part of this activity, they will be removed at the completion of the activity.

Natural hazards and phenomenon could be encountered that present risks to the participants. Participants must be advised of hazards that might be encountered and risks associated with the activity.

Nothing in this agreement shall be construed to imply permission to build any structure or conduct any activity not specifically named.

Disorderly or otherwise objectionable conduct, such as harassment of wildlife, livestock, or other lawful users of public land will not be tolerated and could be the basis for denial of similar agreements in the future.

Precautions must be made to protect natural resource values, cultural or historic objects, aesthetic values, and any facilities on public lands.

If there is any question concerning regulations on public lands, please contact our office immediately.

This agreement is not an authorization to use public lands. Failure to abide by all activity parameters in this agreement may result in permits being required for future activities.

Activity Organizer Signature

Date

Field Office Manager

Date